

## **12. HISTORIC RESOURCES**

### **INTRODUCTION**

The goals of the City's historic preservation program are: (1) to preserve, maintain, and reuse sites and structures which serve as significant, visible reminders of the City's architecture, history and culture; (2) to contribute to the economic development and vitality of the City; (3) to preserve the character and livability of Atlanta's neighborhoods and strengthen civic pride through neighborhood conservation; (4) to raise the awareness and quality of the built environment, as well as promote sound design principles; and (5) to integrate historic preservation more fully into the city's comprehensive planning process.

### **INVENTORY AND ASSESSMENT**

#### **CURRENT CONDITIONS**

Even though Atlanta is constantly changing, it remains the transportation hub of the South, a major financial center, a center of learning and a city of neighborhoods and parks. Each decade that has passed has brought additions to the City's historic fabric. In 2004, the City's historic fabric is a diverse collection of buildings, sites, and districts that reflect all decades of the City's past and has significance for all of the City's residents, workers, and visitors.

#### **INVENTORY**

The current condition of the City's historic fabric is best described through the following inventories and designations.

*Atlanta's Lasting Landmarks*, most recently updated in 1987, is the City's official inventory of historic properties within the City. At the time of its publication, the inventory listed over 275 buildings, sites and districts that met the minimum criteria necessary to be considered for historic designation. The inventory includes railroad, industrial, business, government, religious, and school buildings, as well as single-family and multifamily residential buildings. There are also numerous districts that contain a similar cross section of buildings. These properties are located throughout the City. Of those properties listed in the inventory and other properties, the City has designated 66 buildings, sites and districts to the various categories of protection established by the Historic Preservation Ordinance of 1989 (see Table 12-1).

In addition to the survey and designation work by the City, 151 historic resources in the City have been listed since 1966 by the Georgia Department of Natural Resources in the National Register of Historic Places (see Table 12-2). The National Register of Historic Places is the country's list of historic places worthy of preservation. Generally, properties need to be at least 50 years old, have physical integrity, and be significant for at least one of four broad criteria to be listed in the National Register of Historic Places. It includes buildings, districts, structures, sites and objects. The listing of 147 properties

does not include those historic resources that are considered *eligible for listing* in the National Register of Historic Places. (Being listed or eligible for listing in the National Register of Historic Places takes on added significance if such resources will be affected by a federal undertaking.) In addition, there are 10 to 30 buildings and districts currently in the process of being listed in the National Register of Historic Places. There are many more, as yet undocumented, historic resources in the City that could be listed in the National Register of Historic Places.

The City's historic fabric that is listed in the National Register of Historic Places is almost all buildings and districts, with the exception of one site and one object. There is a wide variety of building types represented: single-family houses, large office buildings, apartments, warehouses, religious buildings, etc. Most of the districts, however, are residential in nature.

Over 60 pre-World War II neighborhoods in the City could also be considered eligible for the National Register of Historic Places as potential historic districts. These neighborhoods were substantially developed before World War II and are mostly located adjacent to or near the City's CBD. A few of these neighborhoods are located farther from the City's CBD in what were considered in the past to be suburban areas, or in some cases, separate towns.

There are 19 park sites owned by the City and maintained by the Department of Parks and Recreation that have major historic significance. In addition, there are many other parks that have more moderate significance, including many small, neighborhood parks. The parks' significance includes history, landscape architecture, archeology, architecture, park design, and community planning. (see Map 12-1)

There are also ~~36~~ 39 buildings properties for which facade easements have been donated to the non-profit organization Easements Atlanta, Inc. (see Table 12-3). These historic properties have their facades protected in perpetuity. To be considered for this program, the buildings must be eligible for or listed in the National Register of Historic Places.

As evidenced by the inventories and various designations, the City's historic fabric contains a wide variety of resources. The physical condition of the historic fabric described above ranges from buildings in standard condition in no need of repair to buildings that are severely deteriorated due to neglect, fire damage, or vandalism. While some of these historic resources are in areas or neighborhoods with constant interest and revitalization activity, others have had little attention paid to them.

**Table 12-1: City of Atlanta Designated Buildings, Sites and Districts**

<b>Landmark Buildings or Sites</b>			
1	Academy of Medicine (Is)	23	Swan House (R/Is)
2	Atlanta City Hall (Is)	24	The Temple (Is)
3	Biltmore Hotel and Tower (C/R)	25	Ten Park Place (C)
4	Candler Building (C)	26	Booker T. Washington High School (Is)
5	Central Presbyterian Church (Is)	27	Windsor House Apartments (R)
6	Dixie Coca-Cola Bottling Plant (Id/Is)	28	Wren's Nest (R/Is)
7	First Congregational Church (Is)	29	Church of the Sacred Heart of Jesus (Is)
8	Fox Theater (C)	30	Kreigshaber House (R/C)
9	Fountain Hall (Is)	31	Olympia Building (C)
10	Gentry/McClinton House (R)	32	Georgian Terrace Hotel (C/R)
11	Gilbert House (R/Is)	33	Graves Hall (Is)
12	Georgia Hall (Is)	34	Piedmont Park Apartments (R)
13	Herndon Home (R/Is)	35	Healey Building (C)
14	Hurt Building (C)	36	Haas-Howell Building (C/Is)
15	Nicolson House (R/C)	37	Flatiron Building (C)
16	W. W. Orr Doctors Building (C)	38	Palmer House Apartments (R)
17	Peachtree Christian Church (Is)	39	C & S National Bank Building (C/Is)
18	Peters House (R/C)	40	Andrews-Dunn House (R/Is)
19	Rhodes-Haverty Building (C)	41	Ponce Apartments (R)
20	Rhodes Memorial Hall (R/Is)	42	Roosevelt High School (Is)
21	St Marks United Methodist Church(Is)	43	Spotswood Hall (R)
22	Rufos M. Rose House ⊕ (R)	44	M. Rich & Brothers & Company (C)
		45	Wimbish House (R)
<b>Historic Buildings or Sites</b>			
1	Atlanta Stockade (Is/R)	5	Hirsch Hall (Is)
2	Feebeck Hall (Is)	6	Steiner Clinic (Is)
3	Imperial Hotel (C)	7	Randolph-Lucas House (R)
4	The Castle (R/C)	8	Carnegie Building (C)
<b>Landmark Districts</b>			
1	Cabbagetown (Id/R/C)	5	Washington Park (Is)
2	Druid Hills (Is/R)	6	Oakland Cemetery (Is)
3	M. L. King, Jr. (Is/C/R)	7	Hotel Row (C)
4	Baltimore Block (R/C)		
<b>Historic Districts</b>		<b>Conservation District</b>	
1	West End (R)	1	Brookwood Hills (R)
2	Adair Park (R)		
3	Whittier Mill (R)	<b>Honorary Landmarks</b>	
4	Grant Park (R)	1	Georgia State Capitol (Is)
5	Inman Park (R)		
<b>Key to Abbreviations:</b>			
A/C	Archaeological/Cultural	C	Commercial
Id	Industrial	Is	Institutional
R	Residential	Ru	Rural

**Table 12-2: City of Atlanta Properties Listed in the National Register of Historic Places**

<b>National Register of Historic Places Listings in the City of Atlanta</b>	
Academy of Medicine	King, Martin Luther, Jr. Historic District
Adair Park Historic District	King, Martin Luther, Jr. National Historic Site and Preservation District
Adams, Jack & Helen, Lustron House	King Plow Company
Ansley Park Historic District	Kirkwood School
Ashby Street Car Barn	Knight, William & Ruth, Lustron House
Atkins Park Historic District	Knox Apartments-Cauthorn House
Atlanta and West Point Railroad Freight Depot	Kriegshaber, Victor H., House
Atlanta Biltmore Hotel & Biltmore Apts.	Lakewood Heights Historic District
Atlanta Buggy Company Warehouse-Hatcher Bros. Furniture Co.	Long, Crawford W., Memorial Hospital
Atlanta City Hall	63 Mangum Street Industrial Building
Atlanta Spring & Bed Company – Block Candy Company	Mean Street Historic District
Atlanta Stockade	Midtown Historic District
Atlanta University Center Historic District	Mozley Park Historic District
Atlanta Waterworks – Hemphill Avenue Station	National NuGrape Company
Atlanta Women’s Club	Nicolson, William P., House
Baltimore Block	North Avenue Presbyterian Church
Bass Furniture Building	Oakland Cemetery
Briarcliff Hotel	Odd Fellows Building and Auditorium
Brittain, Dr. Marion Luther, Sr., House	Omega Chapter of the Chi Phi Fraternity
Brookhaven Historic District	161 Spring Street Building
Brookwood Hills Historic District	Orr, J. K. Shoe Company
Burns Cottage	Park Street Methodist Episcopal Church
Butler Street Colored Methodist Episcopal Church	Peachtree Christian Church
Cabbagetown Historic District	Peachtree Heights Park Historic District
Candler Building	Peachtree Highlands Historic District
Candler Park Historic District	Peachtree Southern Railway Station
Canton Apartments	Peters, Edward C., House
Capital City Club	Piedmont Park Historic District
Castleberry Hill Historic District	705 Piedmont Avenue Apartments
Central Presbyterian Church	Pitts, Thomas H., House & Dairy
Church of the Sacred Heart of Jesus	Retail Credit Company Home Office Building
Citizen’s and Southern Bank Building	Rhodes Memorial Hall
Coca-Cola Building Annex	Rhodes-Haverty Building
Cooledge, F.J., and Sons Company – Hastings’ Seed Company	Rock Springs Presbyterian Church
Crescent Apartments	Rose, Rufus M., House
Cyclorama of the Battle of Atlanta	Selig Company Building
Davis, H. B., Building – Hotel Roxy	Shrine of the Immaculate Conception

National Register of Historic Places Listings in the City of Atlanta (continued)	
DeKalb Ave. – Clifton Rd. Archeological Site	Smith, Tullie House
Dixie Coca-Cola Bottling Company Plant	Smith-Benning House
Druid Hills Historic District	Southern Bell Telephone Comp. Building
Empire Manufacturing Company	Southern Belting Company Building
English-American Building	Southern Dairies
Epting, Thomas & Rae, Lustron House	Southern Railroad North Yards Historic District
Fairlie-Poplar Historic District	Spotswood Hall
Fire Station #11	St. Andrew's Apartments
First Congregational Church	St. Marks Methodist Church
Ford Motor Company Assembly Plant	Staff Row & Old Post Area-Fort McPherson
FORSCOM Command Sergeant Major's Quarters – Fort McPherson	Stewart Ave. Methodist Episcopal Church
Fox Theater	Stone Hall, Atlanta University
Fox Theater Historic District	Swan House
Freeman Ford Building	Sweet Auburn Historic District
Fulton County Courthouse	Techwood Homes Historic District
Garden Hills Historic District	Temple, The
Garrison Apartments	Texas, The
Gentry, William T., House	Thornton, Albert E., House
Georgia Institute of Technology Historic District	Thorton Building
Georgia State Capital	Tompkins, Henry, B., House
Gilbert, Jeremiah S., House	Trio Steam Laundry
Grady Hospital	Troy Peerless Laundry
Grant Park Historic District	Trygveson
Grant Park North Historic District	Tyree Building
Grant, W. D. , Building	Underground Atlanta Historic District
Griffith School of Music	U.S. Post Office & Courthouse
Habersham Memorial Hall	Van Winkle, E., Gin & Machine Works
Harris, Joel Chandler, House	Villa Lamar
Healey Building	Washington, Booker T., High School
Herndon Home	Washington Park Historic District
Home Park School	West End Historic District
Hotel Row Historic District	Western & Atlantic Railroad Zero Milepost
Howell, Mrs. George Arthur , Jr., House	Western Electric Company Building
Howell Station–Knight Park Historic District	Westinghouse Electric Company Building
Hurt Building	Whittier Mills Historic District
Imperial Hotel	Wilson, Judge William, House
Inman Park Historic District	Witham, Stuart, House
Inman-Moreland Historic District	Yonge Street School
	Zuber – Jarrell House

Source: National Park Service Website Inventory and AUDC records

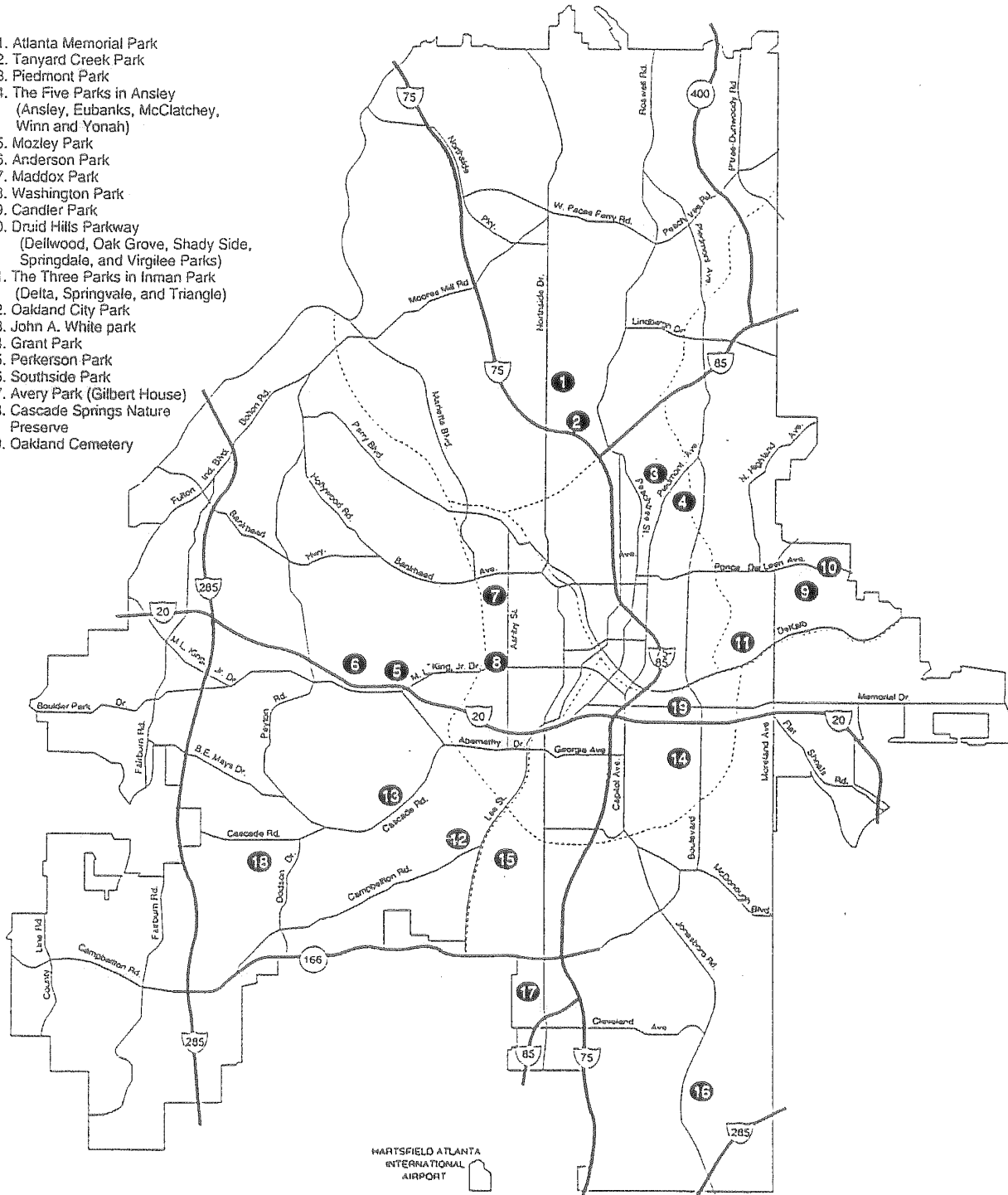
**Table 12-3: Easements Atlanta, Inc. Properties**

<b>Properties in the City of Atlanta with Facade Easements</b>	
510 Edgewood Avenue	The Glenn Building
90 Fairlie Street	The Haas-Howell Building
87 / 89 Poplar Street	Hastings Seed
79 Poplar Street	The Healey Building
161 Spring Street	Hotel Roxy
The Alhambra	Inman Park School, "School House Lofts"
Bass High School Lofts	Kirkwood School
Biltmore Tower	Lullwater Estate
The Block Candy Building	The Odd Fellows Building
The Bottle Works	Peachtree Manor, "696 Peachtree Street Inn"
The Brush Works	Piedmont and Third
The Carriage Works	Pioneer Lofts
Crestwood	The Point Center Building
John Deere Building	Roosevelt High School and Gymnasium
Fairlie 70	Spotswood Hall
Freeman Ford	The Standard Building
Fulton Bag and Cotton Mill (Ph. II & III)	The Studioplex
GE Building	Walton Place
The Giant Lofts	Western Electric Building, "The Phone Works"
	The William Oliver Building

Source: Easements Atlanta, Inc.

**Map 12-1: Historic Parks**

1. Atlanta Memorial Park
2. Tanyard Creek Park
3. Piedmont Park
4. The Five Parks in Ansley  
(Ansley, Eubanks, McClatchey,  
Winn and Yonah)
5. Mozley Park
6. Anderson Park
7. Maddox Park
8. Washington Park
9. Candler Park
10. Druid Hills Parkway  
(Dellwood, Oak Grove, Shady Side,  
Springdale, and Virgilee Parks)
11. The Three Parks in Inman Park  
(Delta, Springvale, and Triangle)
12. Oakland City Park
13. John A. White park
14. Grant Park
15. Perkerson Park
16. Southside Park
17. Avery Park (Gilbert House)
18. Cascade Springs Nature  
Preserve
19. Oakland Cemetery



## ASSESSMENT

*Atlanta's Lasting Landmarks* does establish a significant record of many of the City's historic resources. However, it does not account for all the historic resources in the City due to the following current conditions: 1) properties that have become 50 years old or older since 1987; 2) the current categories of protection established by the Historic Preservation Ordinance of 1989; 3) properties which have been demolished or have lost their character-defining elements; and 4) previously undocumented or unrecognized historic resources which are a significant part of the City's history. This last condition accounts for a significant portion of *Atlanta Lasting Landmarks* deficiencies.

While the National Register of Historic Places includes many listings, there are many more properties, including residential and commercial districts that are eligible for listing in the National Register of Historic Places. For a variety of reasons, these properties have not been nominated to the National Register of Historic Places, even though many of them should be considered equally as historic as those properties actually in the National Register of Historic Places. In addition, as noted above, there are numerous properties with partially completed nominations.

Even though all of the over 60 neighborhoods substantially developed before World War II would be considered eligible for listing in the National Register of Historic Places, only some of them are recognized in *Atlanta's Lasting Landmarks* or listed in the National Register of Historic Places. Thus, many do not have as "official" standing as they should given their historic nature. In addition, there are neighborhoods (or large parts of neighborhoods) in the City that were substantially developed immediately after World War II which could now be considered eligible for listing in the National Register of Historic Places. This is because the length of time since their development has increased to over 50 years and their continued or emerging significance. In short, using World War II as a time threshold becomes less useful as the years pass.

While 19 historic parks have been identified in the inventory, in most cases minimal information is available about the archeological resources that are potentially contained within them. As with other parks and recreation facilities owned or operated by the City, the 19 historic parks are in need of certain management tools, site improvements and maintenance work to enhance their appearance, recreational potential, and conserve their historic value. In addition, there are parks with historic significance that have not been similarly recognized.

While the inventories and designation lists noted above document a large collection of historic resources, there are many more buildings, districts, and sites in the City that are historic resources, but have not been officially documented. It is important to note that because a potential historic resource has not been officially surveyed or otherwise recognized, it should not be assumed that it is not historic. With the complex history, changing physical environment, and passage of time, the current condition of historic resources in the City, whether documented or not, is always evolving.



## **ANTICIPATED FUTURE CONDITIONS**

### ***PROJECTIONS***

As each year passes, more buildings, districts, and sites become potential historic resources, whether or not they are included in official inventories or ever designated. This is due to more properties becoming 50 years old or older and a better understanding of how the properties are significant in the City's history. In addition, new research is being conducted which provides more information about both "newly", as well as previously identified, historic resources. Both time and knowledge increase the City's number of potential historic resources. As such, the techniques and tools used to inventory, recognize and protect potential historic resources will incorporate this increase.

As more development occurs in the City, construction involving historic resources will increase. Some owners seeking to adapt older buildings to today's lifestyles, including all types of housing options (single-family, apartments, lofts, etc.) will integrate historic resources into their project. Others will demolish these buildings for infill new construction or the creation of larger lots. Demolition activity involving historic houses in residential districts will continue. This is the result of historic residences that have fallen below housing code and must be demolished as a threat to public health and safety or are considered obsolete due to their size or interior arrangement. Communities will continue to require that new construction on vacant lots be compatible with the existing conditions of intown neighborhoods, rather than suburban types of development.

Usage and demands on the City's historic parks will increase. The number of parks recognized for their history or historic features will likely increase as their significance and history is better understood and documented.

### ***ASSESSMENT***

The need to document the future collection of historic resources in the City will increase regardless of how many potential historic resources presently exist. The current tools and techniques used to inventory, recognize, and protect potential historic resources are adequate. However, it will be critical to update, add to, and then maintain those tools and techniques so that they are as comprehensive as possible.

The historic character of many historic properties will be diminished. This will be the result of deferred maintenance and non-compliance with housing codes, and the construction of overly large additions or new houses which are not in keeping with the size and scale of the original houses in the neighborhood.

The additional demands on historic parks could potentially cause long-term damage to potential historic and archeological resources in the parks. The increased demand could also lead to physical improvements and additional facilities in the parks that while necessary could potentially diminish their historic characteristics.

Given the future conditions noted above, it is difficult to forecast the net effect on the City's historic resources even with a generally expanding inventory. Interest in downtown office space or intown single-family housing could both jeopardize and

facilitate the presence of historic resources. If demolition were the main tool of redevelopment, the renewed interest would likely reduce the number of historic resources. If rehabilitation, adaptive reuse, and compatible new construction on vacant property are the norm in this renewal, historic resources would likely benefit.

## **CURRENT POLICIES**

Since the early 1970's, it has been the policy of the City to delegate to the Urban Design Commission the responsibility for the protection of the City's historic resources and most other historic resource and historic preservation-related issues. The City's current policies regarding historic resources are embodied in several documents. In addition, many of the policies are reflected in the sections entitled: "Current Programs and Projects" and "additional programs and projects".

### ***THE ATLANTA COMPREHENSIVE HISTORIC PRESERVATION PROGRAM***

The current preservation policies for the protection of historic resources in the City are based on *The Atlanta Comprehensive Historic Preservation Program*, adopted in 1988. This program incorporates eight technical papers as appendices. The program document and the following eight supporting technical papers are hereby incorporated by reference into this Comprehensive Development Plan:

- Freilich, Robert H. and Terri A. Muren, Growth Management and Historic Preservation.
- Howard, J. Myrick, Using a Revolving Fund for Downtown Preservation: Recommendations for Atlanta.
- Howell, Joseph T., Creative Financing Techniques to Facilitate the Renovation of Historic Properties in Atlanta.
- Petersen, John E. and Susan G. Robinson, The Effectiveness and Fiscal Impact on Tax Incentives for Historic Preservation: A Reconnaissance for the City of Atlanta.
- Roddewig, Richard J., Economic Incentives for Historic Preservation in Atlanta.
- Williamson, Frederick C., Atlanta and Historic Preservation.
- Winter, Nore' V., The Atlanta System of Definitions and Criteria for Designating Historic Preservation Resources.
- Winter, Nore' V., Design Guidelines for Historic Districts in the City of Atlanta.

### ***THE CITY OF ATLANTA HISTORIC PRESERVATION ORDINANCE***

This ordinance, adopted by City Council and signed by the Mayor in 1989, establishes and outlines the City's historic preservation program. The ordinance delineates the

responsibilities of the Urban Design Commission and its staff, as well as outlines its procedures. The policies of the City of Atlanta Historic Preservation Ordinance are:

1. Effect and accomplish the protection, enhancement and perpetuation of such buildings, sites and districts, which represent or reflect special elements of the City's cultural, social, economic and architectural history.
2. Safeguard the City's historic aesthetic and cultural heritage, as embodied and reflected in such buildings, sites and districts.
3. Stabilize and improve property values of such buildings, sites and districts.
4. Foster civic pride in the beauty and noble accomplishments of the past.
5. Protect and enhance the City's attractions to tourists and visitors and thereby support and stimulate business and industry.
6. Strengthen the economy of the City.
7. Promote the use of such buildings, sites and districts for the education, pleasure and general welfare of the people of the City.
8. Promote attention to sound design principles in areas of new development and redevelopment.
9. Raise the level of community understanding and expectation for quality in the built environment.
10. Implement the City's comprehensive development plan.

#### *THE ATLANTA PARKS, OPEN SPACE AND GREENWAYS PLAN*

The Atlanta Parks, Open Space and Greenways Plan, adopted by City Council in December of 1993, includes the following policies regarding historic resources:

1. Protect archeological sites, such as Civil War trenches, from artifact hunters.
2. Promote the recognition of the Civil War battlefield on Copenhill, in Freedom Park, as a national battlefield site.
3. Promote the portion of Freedom Park that lays west of Moreland Avenue as a national park that links the Carter Presidential Center with the Copenhill Civil War battlefield and the Martin Luther King Jr. National Historic Site.
4. Support the expansion and improvement of the M. L. King Jr. National Historic Site.
5. Promote the redevelopment of the linear parks in the Druid Hills Neighborhood consistent with the Olmsted Park Master Plan.

6. Develop historic rail corridors, such as the CSX line from Washington Park to I-75/85, as historic greenway trails. Remnants of abandoned rail corridors should be preserved and their former transportation function memorialized by developing them into multi-use trails.
7. Encourage festivals that use significant sites to highlight the history of the neighborhood.

### *ADDITIONAL HISTORIC PRESERVATION POLICIES*

In addition, the following preservation policies, enunciated in previous CDP's are still applicable to the historic resources in the City and how City agencies deal with these historic resources:

1. Utilize economic incentives to encourage historic preservation.
2. Utilize the Zoning Code to support preservation policies.
3. Incorporate historic resource opportunities into the open space framework plan.
4. Develop mechanisms for supporting the development of a heritage corridor along the railroad corridor that encircles the CBD.
5. Promote historic sites and corridors in order to enhance their economic benefits.
6. Seek additional support for historic resources through educational programs.
7. Promote the development of Master Plans for all historic parks that will protect the resources and guide the enhancement of their appearance and recreational potential.
8. Adopt suitable legislation to prevent the further plundering of any parks containing Civil War trenches or archaeological sites.
9. Develop historic transportation corridors, such as abandoned railroad and trolley lines, for use as heritage corridor greenways and promote use of these corridors during cultural festivals.
10. Change current policy to remove non-contributing buildings in Landmark Districts from the purview of the Economic Review Panel.
11. Update the survey regularly to include resources which have reached 50 years or older.
12. Improve the nomination and regulation processes provided for by the Historic Preservation Ordinance.
13. Expand working relations with other groups and agencies responsible for Atlanta's historic resources, including the Atlanta Preservation Center, the Georgia Trust for Historic Preservation, the Atlanta History Center, the State of Georgia Division of Historic Preservation, and the National Park Service.

## ASSESSMENT OF CURRENT POLICIES

Policies regarding the City's historic resources are broad-based and provide an adequate foundation for all current conditions, and current programs and projects. Since the Historic Preservation Ordinance was passed in 1989, several issues have arisen which indicate that some revisions to the ordinance may be required. The fine tuning of the existing policies may be required to: 1) meet the City's future needs; 2) ensure that the Historic Preservation Ordinance operates efficiently and in an equitable manner; and 3) fully maximize the contribution that historic resources can make in educating the public, stabilizing residential neighborhoods, revitalizing community and commercial areas, and stimulating tourism.

## CURRENT PROGRAMS AND PROJECTS

### SURVEY AND IDENTIFICATION OF HISTORIC RESOURCES

In July 2000, the Urban Design Commission began the Comprehensive Historic Resource Survey (CHRS) for the entire City. A comprehensive survey was last completed in the late 1980s and culminated in the publishing of *Atlanta's Lasting Landmarks* in 1987. The current goals of the CHRS are:

1. Produce tools that are valuable for current and future preservation work using formats that are responsive and accessible to multiple audiences.
2. Be as comprehensive as possible in its coverage and include all relevant periods of history and prehistory; major historical events, trends, and people; and architecture and landscape resources.
3. Be, as much as possible, inclusive in its process, responsive in its procedures, and up-to-date in its technologies.
4. Uncover and address questions of significance, boundaries, coverage, and National Register of Historic Places (and other) systems that have not been previously explored even if they cannot be fully resolved within the terms of the CHRS.

The CHRS would synthesize all survey efforts since 1987 and at the same time resolve the above noted issues / topics. The UDC expects this effort to take an estimated 3-4 4-5 years to complete. The UDC will provide the overall project management, with the bulk of the survey, identification, research, and 'document' work being done by consultants and graduate historic preservation students.

To guide this effort, the Urban Design Commission staff formed the CHRS Advisory Committee (formerly known as the Steering Committee). The current Advisory Committee consists of individuals, from a variety of backgrounds, who have expertise in architecture, landscape architecture, Atlanta history, historic preservation, and preservation policy and planning, and public involvement, among others.

In addition, the Urban Design Commission staff continues to conduct an on-going program of examining written materials as well as field survey work to identify existing historic resources. This work is done in partnership with other City agencies, City-affiliated organizations, civic associations, private consulting firms, and other local, state, and national government entities. In addition, the Urban Design Commission received a

grant to address two themes in the City's history: agriculture/rural resources and post World War II housing.

### *LOCAL AND NATIONAL NOMINATION OF HISTORIC RESOURCES*

The Historic Preservation Ordinance of 1989 establishes several categories of designation for both districts and individual buildings/sites in the City: Landmark; Historic; and, for districts only, Conservation. (A listing of designated properties can be found under "Current Conditions".) Regarding designation under the City's Historic Preservation Ordinance, in 2004 the Urban Design Commission expects: 1) to work with a few neighborhoods who are interested in becoming designated in the future under the historic preservation ordinance only if the Urban Design Commission can adequately support the nomination process and the subsequent regulation and enforcement activity, and 2) to possibly nominate individual buildings whose owners have prepared the required designation report and seek to utilize the City's economic incentives for historic properties.

Most of the Urban Design Commission's National Register of Historic Places nomination work is described below in "Documentation of Atlanta's Neighborhoods". (A listing of properties in the National Register of Historic Places can be found under "Current Conditions")

### *REVIEW AND REGULATION OF HISTORIC RESOURCES*

The Urban Design Commission issues Certificates of Appropriateness before building permits for construction, renovation, or demolition can be approved and, in some cases, acts as a quasi-judicial board. This review and approval process is required for designated districts and buildings, as well as in several Special Public Interest (SPI) districts. The Urban Design Commission also provides advice or regulation as required by individual ordinances, such as the Subdivision Ordinance, and zoning applications (rezoning, variances, special use permits, etc.) involving historic resources. Further, it reviews and comments on projects that involve City capital funds, property (including parks), right-of-way or air rights, or public art.

The Section 106 process required by the National Historic Preservation Act of 1966, as amended, is undertaken by the Urban Design Commission when directed by other City agencies, particularly the Department of Planning and Community Development. The Section 106 must be completed for all City projects that have any federal involvement, such as funding, licensing, or other assistance. For more complicated or larger projects, the City may find it necessary to enter into a programmatic agreement with the State Historic Preservation Office, the Advisory Council on Historic Preservation (in some cases), the involved federal agency and other concerned parties. These programmatic agreements provide the process and procedures that guide the project. Currently, the City is party to programmatic agreements for the Summerhill Urban Redevelopment Area, the Fulton Bag and Cotton Mill project, In Rem Emergency Demolitions, and North Yards Business Park.

## *ECONOMIC INCENTIVES*

Another integral part of the City's historic preservation program has been the adoption of various ordinances to establish economic incentives. These economic incentives include the transfer of development rights, the Landmark Historic Property Tax Abatement Program, the City/County Housing Enterprise Zone Tax Abatement Program, and the development impact fee waiver. Additionally, the Rehabilitated Historic Property Tax Abatement Program and the Federal Tax Credit Program are available through the Historic Preservation Division, Georgia Department of Natural Resources. Privately, facade easements can be donated to Easements Atlanta, a local non-profit, private corporation.

## *PUBLIC OUTREACH AND INTERPRETATION*

Every year, representatives of the Urban Design Commission make presentations to neighborhoods and neighborhood planning units, civic and professional associations, and classes at all educational levels from elementary to graduate school. These presentations cover a variety of topics, including Atlanta's history, its historic buildings and districts, the operations of the Urban Design Commission, past historic preservation projects, and historic designation types / procedures.

In addition to the brochures that have already been published by the Urban Design Commission, work continues by the Atlanta Preservation Center to find funding for the publication of the self-guided driving tour of Atlanta's Civil Rights sites that had previously been developed with the Atlanta Preservation Center.

## *OPERATIONS AND INFORMATION TECHNOLOGY*

The Urban Design Commission staff continues to work on building its geographic information system capacity and increasing the amount of historic resource information available electronically. This includes adding maps, text, downloadable application materials, and pictures to the web site, digitizing current and former designation boundaries and sites, digitizing other historic resource-related information maintained by other public and non-profit agencies, and integrating into the City's local area network.

## *DOCUMENTATION OF ATLANTA'S NEIGHBORHOODS*

Subsequent to the completion in 1992 of a National Register of Historic Places multiple property documentation form on historic African-American development in Atlanta, various National Register of Historic Places nominations have been completed or initiated. This past year, follow-up work was completed on the Reynoldstown, Lakewood Heights, and Oakland City nominations.

## *BUILDINGS WORTH SAVING COMMITTEE*

The Atlanta Preservation Center's Buildings Worth Saving Committee, working together with the Urban Design Commission, normally offers two workshops regarding the economic incentives available to the owners of historic property. "The Bottom Line" workshop focuses on income-generating properties, while "Live in a Landmark" focuses on owner-occupied residential property. The Georgia Institute of Real Estate has

accredited these workshops for continuing education. A ~~new~~ component of the Buildings Worth Saving Committee is to publish a list of endangered buildings each year.

### ***AWARDS OF EXCELLENCE***

The Urban Design Commission conducts an annual event to recognize outstanding projects, programs, individuals and organizations that have significantly contributed to the preservation of Atlanta's physical heritage or the enhancement of our urban environment.

## **ASSESSMENT OF CURRENT PROGRAMS AND PROJECTS**

### ***SURVEY AND IDENTIFICATION OF HISTORIC RESOURCES***

The Comprehensive Historic Resource Survey (CHRS) will be beneficial on several fronts, including addressing the following specific historic resource or historic preservation issues/topics:

- Previously un-surveyed areas, including pre-history and archeological sites;
- Buildings and sites that relate to the Civil Rights movement;
- Buildings and site that related to Civil War activity;
- Buildings, districts, and sites related to the City's industrial, rural, and semi-rural past;
- Buildings, sites, and districts which have become 50 years old or older since 1987;
- The remaining "pre-World War II neighborhoods";
- The revised designation of buildings, sites and districts as a result of the City's Historic Preservation Ordinance of 1989;
- Buildings which are no longer eligible for inclusion; and
- Better computer and mapping technology for gathering, analyzing, and displaying information.

As the City continues to receive more federal funding, more areas of the City will be surveyed and determined eligible for listing in the National Register of Historic Places. This determination is required under the Section 106 review process, as outlined in the National Historic Preservation Act of 1966, as amended.

There is a lack of research and information regarding a wide variety of Atlanta's historic resources, such as the remnants of the City's rural past, remnants of the City's industrial past, and cemeteries that have been abandoned due to churches having been demolished or congregations having relocated.

### ***LOCAL AND NATIONAL NOMINATION OF HISTORIC RESOURCES***

It is expected that the number of neighborhoods and individual property owners seeking listing in the National Register of Historic Places and designation by the City will increase due to: 1) increased developmental pressures on historic intown neighborhoods; 2) recognition of designation as a revitalization tool; and 3) the various economic incentives which are available for designated properties.



The Urban Design Commission's current staff will be unable respond as it has in the past to the increased number of property owners or neighborhoods seeking designation by the City or listing in the National Register of Historic Places. Even with an additional staff person, the increasing demand for designation by the City and listing activities will exceed the Urban Design Commission resources.

## *REVIEW AND REGULATION OF HISTORIC RESOURCES*

The Urban Design Commission staff will be unable to properly respond to the resulting number and complexity of requests for Certificates of Appropriateness as if additional properties come under the Urban Design Commission's regulation. One of the causes of the complexity results from the rise of real estate prices and property owners attempting to build new houses or large additions that increase the intensity of use on their lot to the absolute maximum. The number of reviews undertaken by the Commission has gone from 86 in 1991 to over 400 in 2002. Even with an additional staff person, the increasing demand for and complexity of Certificates of Appropriateness will exceed the Urban Design Commission resources. This situation will be made even more difficult with the retirement this year of one long term Urban Design Commission staff person which amounts to 25% of the Urban Design Commission staff.

The Economic Review Panel is used inappropriately. It should be convened only for the purpose of assessing the reasonable economic return argument for the demolition of contributing structures in City-designated districts. For example, in revising the Cabbagetown Landmark District regulations, non-contributing structures in that district are no longer required to go before an Economic Review Panel.

Section 106 reviews by the staff under the current programmatic agreements will reveal the strengths and weaknesses of those agreements and may necessitate further changes or amendments to avoid unnecessary delays in City projects. This experience could also affect the structure and requirements of the proposed citywide programmatic agreement.

There is no legislation that ensures archeological sites and Civil War trenches are not plundered.

Long-term and sustainable strategies do not exist that would help prevent the demolition of abandoned and dilapidated residential structures in City-designated districts.

## *ECONOMIC INCENTIVES*

While the City has an innovative array of economic incentives, several issues require additional attention. The tax assessment “freezes” currently available must be evaluated regarding: 1) ease of application; 2) possibility of freezing the assessment of City-designated Landmark buildings with regards to Fulton County taxes; and 3) historic properties being assessed at their designated level of land use. Economic incentives set out in the Atlanta Comprehensive Historic Preservation Program, such as mortgage guarantees and a revolving loan fund, need to be evaluated as to their viability for the City. In addition, there is minimal technical support for property owners applying for the tax abatements for designated properties as provided for by State and City law.

The Urban Design Commission must determine if it is feasible in the future with adequate funding and staffing to provide “bricks and mortar” funding for the rehabilitation of

historic structures (both commercial and residential), or if this ~~effort~~ type of program should be permanently eliminated in light of the City's budget and staff constraints. Any such historic rehabilitation or facade program must address: 1) identifying and assisting potential applicants; 2) providing incentives for applicants to participate; 3) assuring that design and construction work meets appropriate standards; 4) creating economies of scale; and 5) once properties are rehabilitated, assuring they are maintained.

### ***HISTORIC PARK MASTER PLANS AND PROJECTS***

Most the City's historic parks lack master plans that will allow the City to preserve, enhance and maintain these parks appropriately. Master plans must be developed in accordance with the Department of the Interior's *Guidelines for the Treatment of Historic Landscapes* and include comprehensive management plans. Archeological surveys need to be conducted wherever a potential archeological site is identified. Surveys should also identify architectural features and important landscape features, such as original gardens or historic specimen trees. Potential educational programs should be identified.

In addition, many of the historic parks have an enormous potential to be better incorporated into the City's open space network. For example, the history of the City is the history of railroads and later trolley car lines. "Rails with Trails" could be developed within the railroad corridor that encircles the City and links many historic neighborhoods and warehouse districts. Other historic sites and structures could integrate well into the greenway system: Martin Luther King Jr. National Historic Site and Copenhill, Margaret Mitchell House, Freedom Walk, Auburn Avenue, Underground Plaza, Railroad Depot Plaza, Zero Mile Post in downtown Atlanta, archaeological sites--such as at Cascade Springs Nature Preserve--and Civil War battle sites.

### ***PUBLIC OUTREACH AND INTERPRETATION***

There is minimal information regarding the City's historic resources for tourists, especially guides for foreign tourists and those interested in the Civil Rights movement in Atlanta. While the Freedom Walk brochure, the National Park Service interpretation of the M. L. King Jr. Birth Home and the Atlanta Preservation Center's tours of Sweet Auburn provide ample information for that area, few of Atlanta's other historic resources (such as the Fairlie-Poplar National Register of Historic Places District) can offer anything comparable.

Those seeking information and walking or driving tours dealing with the City's historic resources will increase as Atlanta's tourism industry continues to grow, heritage tourism receives more attention locally, older neighborhoods are revitalized, and the general public becomes more aware of the benefits of working, living, or visiting Atlanta's Downtown and other areas containing historic resources.

### ***OPERATIONS AND INFORMATION TECHNOLOGY***

Revised informational brochures are needed to increase the public's awareness of the Urban Design Commission's areas of responsibilities and procedures. Such brochures would include 1) a general introduction to the Urban Design Commission; and 2) how a property is designated and the effect of the designation. In addition, this information should be available on the Urban Design Commission's website.

The Urban Design Commission's website should provide more interactivity, downloadable materials and maps, links to appropriate, related websites, and information about historic properties, both designated by the City and others.

#### *ADDITIONAL PROGRAMS AND PROJECTS NEEDED*

Given the anticipated future conditions, established policies, and the existing programs and projects noted previously, the following additional programs and projects are needed, but cannot be handled by current or anticipated future levels of staff and funding for the Urban Design Commission:

1. Strategies and programs for the preservation of existing residential properties in historic districts as well as for the design of appropriate in-fill construction.
2. Walking Tours for specific areas and Bus Tours for more far-reaching areas covering topics such as the Civil War and the Civil Rights movement. A better line of communication between the historic preservation groups and the Atlanta Convention and Visitor Bureau is needed to assist in the development of additional tours and the capability to deliver, describe and promote such tours in a number of foreign languages.
3. Historic Resource Education Units in every school in Atlanta, including a unit on historic resources with workshops to train teachers in the application and utilization of the historic resources unit. Ultimately, a "preservation camp" program might be established for the summer months.
4. Layman's Guide regarding the implementation of the Historic Preservation Ordinance, including the most commonly asked questions regarding historic districts.

## 2004 CDP HISTORIC RESOURCES CURRENT PROGRAMS AND PROJECTS

**Project List 12-1: 2004 CDP Historic Resources Current Programs and Projects**

Historic Resources	Description	Initiation Year 1      5      15	Completion Year	COST x 1,000	Funding Source	Responsible Party	CIP #	NPU	CD
1	Q & A's re: Historic Districts	5	2005	5	General Fund	AUDC	N/A	all	all
2	Update Citywide Survey	1	2005	200	General Fund & Private	AUDC	N/A	all	all
3	Update Atlanta's Lasting Landmarks	1	2005	50	General Fund & Private	AUDC	N/A	all	all
4	Create GIS of Historic Resources	1	2005		General Fund	AUDC	n. i.	all	all
5	Management of Programmatic Agreements: Summerhill, Fulton Bag & Cotton Mill, CDBG Demolitions, & North Yards	1      5      15	2016		General Fund	DPDNC / AUDC	n. i.	V, N, M all	all
6	Support Neighborhood-Based National Register Nominations	1      5      15	2016		General Fund	AUDC	n. i.	all	all
7	Upgrading of AUDC web site	1	2005	2	General Fund	AUDC	n. i.	all	all

## 2004 CDP HISTORIC RESOURCES NEW, COMPLETED, AND DELTETED PROGRAMS AND PROJECTS

### Project List 12-2: 2004 CDP Historic Resources Completed Programs and Projects

Historic Resources	Description
	None

### Project List 12-3: 2004 CDP Historic Resources Deleted Programs and Projects

Historic Resources	Description
None	None